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ABSTRACT

This report, part of PROJECT DESIGN, administered by the Fresno City Unified School District and funded under ESEA Title III, describes the planning process as related to physical, social, and educational needs. A description of existing decision-making process is followed by an evaluation and an alternative approach to intergovernmental planning. Recommendations are made for improved interagency planning in such areas as education, health, recreation, welfare, transportation, housing, land use, and economic development. A related document is EA 002 852. The authors of these reports were to develop models for both an optimum community planning process and a community planning data register, to assess present conditions, and to chart practical recommendations. (MF)

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PROJECT Design

INTERAGENCY PLANNING FOR URBAN EDUCATIONAL NEEDS

34. INTER AGENCY EDUCATIONAL PLANNING

COMMUNITY PLANNING PROCESS

JUNE, 1969

A TITLE III ELEMENTARY AND SECONDARY EDUCATIONAL ACT EXEMPLARY PROJECT

ADMINISTERED BY THE FRESNO CITY UNIFIED SCHOOL DISTRICT

FRESNO CITY UNIFIED SCHOOL DISTRICT

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PROJECT DESIGN (Interagency Planning for Urban Educational Needs) was organized as a two year project to develop a comprehensive long-range Master Plan of Education for the Fresno City Unified School District in California. Funded by the United States Office of Education from Title III provisions of the Elementary and Secondary Education Act, its intent was to bring under one umbrella current major problems of the schools, the relationship of the schools to the broader community, the impact of educational change now occurring throughout the nation, and a fresh view of the educational needs, goals and aspirations of our youth and adults. The utlimate purpose of the project was to weld into an integrated plan the best use of available resources to meet the totality of current and projected educational needs. Design and application of such a comprehensive urban, interagency, educational planning model was an innovative planning project far exceeding in scope any known prior education master plan.

The first year of the project was organized to assess current and projected needs in the urban area served by the Fresno City Schools with particular reference to certain identified major problems. Development of new interagency planning relationships with major governmental and community groups was an optimum goal.

Second year activity focused upon generating and evaluating practical alternate solutions and designing short-term, intermediate and long-range recommendations in harmony both with the predictable future and with current constraints and limitations.

The work presented or reported herein was performed pursuant to a Grant from the U. S. Office of Education, Department of Health, Education and Welfare. However, the opinions expressed herein do not necessarily reflect the position or policy of the U. S. Office of Education, and no official endorsement by the U. S. Office of Education should be inferred.

FOREWORD

In designing an Educational Master Plan for the Fresno City Unified School District, the project staff recognized the imperative for cooperative interagency planning and data exchange. The same processes and much of the same basic demographic, physical and economic data are as vital to other sectors of community development as they are to education.

It was readily apparent that urban problems have become severe and complex at a much greater rate than have the mechanisms for solving urban problems. Long-range community planning cannot be considered a simple task of projecting data and trend lines because planners and community leaders are swamped with current community problems and rapidly changing values about various alternative courses of action.

Fresno, while more sophisticated than many areas in respect to cooperative study, planning and community activity, must also improve its procedures to insure the orderly compatibility of various types of development, to agree on community-wide goals and priorities, and to eliminate waste as in gathering data. Worse than confusion, drift or duplication, however, is the totally stifling effect which inadequate procedures can have on educational or other planning for vital community development.

Leaders of community organizations and elected and appointed officials of governmental agencies involved with the project were not only generously cooperative, but most supportive and agreed upon the necessity for improved interagency planning in such areas as education, health, recreation, welfare, transportation, housing, land use and economic development.

Harold Tokmakian, Professor and Chairman of the Department of Urban and Regional Planning at Fresno State College, was commissioned to study this problem and to make recommendations for inclusion with other project recommendations in the Educational Master Plan. Among his qualifications to provide expert counsel were his past service as Planning Director for Fresno County and his intimate knowledge of urban area needs, existing urban development studies and plans, local planning processes and key figures in the many agencies concerned.

His goals were to develop models for both an optimum community planning process and a community planning data register, to assess present conditions against these models, and to chart practical recommendations to overcome major mismatches.

His findings and recommendations are made in two reports under the general heading, INTERAGENCY EDUCATIONAL PLANNING. Publication #34 deals with the COMMUNITY PLANNING PROCESS; #35 with a COMMUNITY DATA REGISTER.

Edward E. Hawkins, Project Director

COMMUNITY PLANNING PROCESS

Phase Two
Interagency Planning for Urban Educational Needs

prepared for the Fresno City Unified School District
June 1969

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Preface

This report, part of Phase Two, Interagency Planning for Urban Educational Needs (Project Design) contains a description of the planning process as related to physical, social and educational needs. The report's overall objective is to provide a description of the decision-making process as it exists; an evaluation is followed by an alternative approach to intergovernmental planning which can overcome some of the shortcomings of existing procedures and practices.

The author wishes to express his appreciation to the numerous local agencies and their staffs who assisted in the preparation of this report by providing basic information needed and for taking the time to search out obscure details.

Special acknowledgment should be given to Mr. Barry Rosenblatt and Mr. David Mayer, graduate students in the Department of Urban and Regional Planning at Fresno State College. As research assistants, they provided valuable contributions to the materials used to prepare this report.

COMMUNITY PLANNING PROCESS

Introduction

A predominant characteristic of the urban age in which we live is the constant redefinition of the working relationships between governmental jurisdictions. The simple compartments which identified a separate and distinct role for national government, a sector for the states, and home rule for the municipality are now a tangled maze of complex relationships and overlapping, often contradictory aims. The planner (defined broadly as one who participates in the preparation or design of a program of action) finds himself working in new levels of activity--in addition to the traditional city planning commission office, in the agencies charged with eliminating poverty, in the regional health planning agencies and in offices working to meet educational needs. Instead of a single frame of reference, today there is an entire pyramid of planning jurisdictions surmounted by the growing influence of the national government.

The interagency complex has been summarized by Prof. Coleman Woodbury of the University of Wisconsin in his suggestion that the term "local government" is now archaic and that the term "urban government" is better suited to describe contemporary relationships and responsibilities. Accordingly,

urban government:

> ...takes in all governments operating within such areas: municipal government....., state and national governments in so far as they deal, directly or in close collaboration with local governments, with the affairs of urban or urbanizing localities. It includes.....not only general purpose governments but also special districts and authorities--both single and multi-purpose. It comprehends not only governmental forms, structures, functions and processes, but also the roles and relationships of individual citizens, officials and various groups in formulating, opposing and administering public policies and programs.[1]

Within this context, planning no longer can be effectively carried out within the confines of a single agency even in medium-sized urban areas such as Fresno.

Much has been written on the reasons for this complexity, and a number of factors have been identified which contribute to the situation, including fiscal factors, splintered and fractionalized governmental structure, and physical problems. It is conceded that planning decisions are political decisions and, therefore, are rarely unanimous community views. The absence of any real degree of area-wide consensus is a fundamental obstacle faced constantly by the planner in coping with inter-agency problems. Part of the problem stems from the insularity of governmental

---

[1] Coleman Woodbury, "Some Notes on the Study of Urban Government," Public Policy, A Yearbook of the Graduate School of Public Administration, Harvard University 1963, edited by Carl J. Friedrich and Seymour E. Harris, vol. XII, p. 113-14.

and single-purpose agencies. Amid problems that cry for solutions, the recourse has usually been to pass them upward to the federal level. In response, there has been an increasing requirement for area-wide planning involving elected officials as pre-requisite for federal grants-in-aid.

Existing inter-agency relationships may be classified in two general categories: vertical relationships refer to ties that link a jurisdiction to one of a higher or broader level; horizontal relationships describe a government's relationship to its neighbor across all our functional areas of concern, such as transportation, educational services and facilities, poverty, pollution, health services and even flood control.

Our concern, in this report, is with these horizontal relationships as they essentially relate to interagency decision-making and planning for education. If it can be assumed that inter-agency consensus can be achieved on a broad set of area-wide goals, what instruments or technique can be devised to bridge the gaps between groups, governments and the ultimate beneficiary, the people? Achievement is an immensely complex task and it requires accommodation and innovation of the highest order.

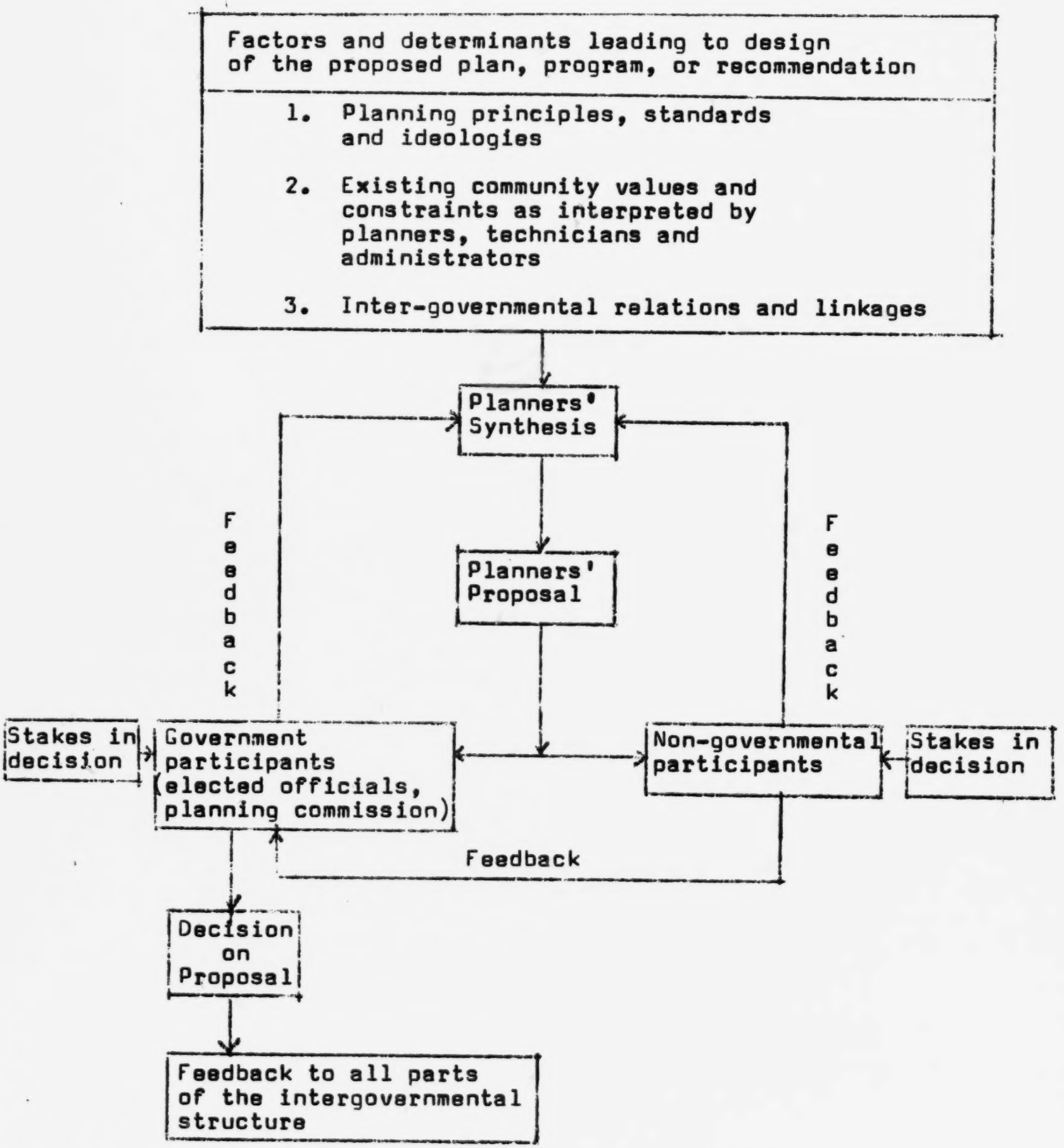
An Overview of Decision Making

Diagram One, "An Overview of Decision Making,"suggests that the planner and his collaborators (technicians, administrators) from the inter-agency and inter-jurisdictional setting develop a set of decisions which form the basis for the plan proposal; in the process, steps and recommendations for implementation also are made. The initial set of decisions made by the planner and his colleagues is determined by a variety of factors such as planning principles, standards and ideologies. The relationship between local agencies and the organizational context and hierarchy within which the planning is practiced has a great deal to do with the way in which studies and proposals are prepared. With respect to the jurisdiction of the Fresno City Unified School District, three local political subdivisions--the City of Fresno, Fresno County and the City of Clovis--have primary responsibility for setting land use policy. An important consideration in the formulation of planning policy is the interrelationships of the plans of these governments within the Fresno-Clovis Metropolitan Area and the school district.

Once the planners complete their proposal and submit it to public scrutiny a chain of responses takes place from both governmental and non-governmental sectors. The latter are

Diagram One

An Overview of Decision Making


Factors and determinants leading to design of the proposed plan, program, or recommendation
1. Planning principles, standards and ideologies
2. Existing community values and constraints as interpreted by planners, technicians and administrators
3. Inter-governmental relations and linkages
Planners' Synthesis
Planners' Proposal
Feedback
Feedback
Stakes in decision
Government participants (elected officials, planning commission)
Non-governmental participants
Stakes in decision
Feedback
Decision on Proposal
Feedback to all parts of the intergovernmental structure

Source: Adapted from David C. Ranney, Planning and Politics in the Metropolis, p. 15.

individuals and groups not part of local government but who recognize that planning decisions potentially affect them. They have a stake in planning policy which usually can be traced to a direct financial motive or to one prompted by a concern for environment. For example, a common, reoccurring issue revolves around a zoning decision: local residential property owners may feel that an intensification of land use will cause their property values to drop because of the change in the general environment, while others pressing and supporting change feel it will promote and enhance the local economy. Such non-governmental "actors" in the decision-making process register their position either with the elected officials or with the planning office or both (feedback). The nature and extent of their involvement will depend on the stakes they have in a decision as well as upon their ability to influence public officials.

Reaction to the proposal may also come directly from elected officials of the particular government jurisdiction or their advisory bodies such as the planning commission. As above, the nature of this reaction will depend on the stakes (or commitments of individual officials. Their stakes are often affected by pressure from the non-governmental sector (feedback). Pressure put upon executive officers (or elected officials) regarding a particular planning related proposal may cause the governmental sector

to take an interest which it otherwise would not have. These officials react in two ways: by making their views known to planners (feedback) at an unofficial level or by taking formal action--approval, disapproval or modification--on the planner's proposal.

When conflicting reactions to the studies and proposals occur there is need to establish some process to manage and resolve conflict. Part of this function is assumed by the planner and his colleagues and he may revise his initial proposal on the basis of feedback. Otherwise, the reconciliation of conflict is performed by the elected officials and their appointed advisory bodies. These bodies, particularly those with elected status, have the ultimate decision-making authority to accept or reject some form of the initial proposal.

Once this decision has been made, feedback into all parts of the system should occur logically in order that the decision will have proper impact on future planning, development and service oriented actions.

It should be stressed that the foregoing model and discussion apply to varying time spans--short-range as well as long-range. The roles played by the participants can vary accordingly. The breadth of subject matter to which the

process applies is likewise broad and ranges between long-range general plans at varying scales (community to regional) and specific public facility projects or zoning matters. No matter what final form the decision-making model assumes, these interacting and overlapping interests from a wide variety of agencies and individuals will occur as part of the democratic process. Effective and successful management of these pressures so that they contribute significantly to the over-all public good is the mark of good government.

Enabling Law

Before any discussion of local decision-making procedures can be detailed it is necessary to understand the restrictions and requirements of state enabling law under which the local planning agencies operate. From the myriad of state laws, two principle laws pertain when decisions regarding overall planning by the school district are concerned: 1) California Planning and Zoning Law, 2) Mandatory Referral (California Education Code).

California Planning and Zoning Law

The following models are implicitly delineated within the limits of the California Planning and Zoning Law, Title 7, Planning, Chapter 3, Local Planning: pertinent extracts follow:

Article 1, Planning Agency

> 65100. By ordinance the legislative body of each county and city shall establish a planning agency. Such planning agency may be a planning department, a planning commission, or the legislative body itself, of any combination thereof. The planning agency of the county shall include a planning commission.
>
> 65101. The functions of the planning agency are as follows:
> (a) It shall develop and maintain a general plan.
> (b) It shall develop such specific plans as may be necessary or desirable.

Article 5. Authority for and Scope of General Plans

> 65300. Each planning agency shall prepare and the

legislative body of each county and city shall adopt a comprehensive, long-term general plan for the physical development of the county or city, and of any land outside its boundaries which in the planning agency's judgment bears relation to its planning.

65302. The general plan shall consist of a statement of development policies and shall include a diagram or diagrams and text setting forth objectives, principles, standards and plan proposals. The plan shall include the following elements:

(a) A land use element which designates the proposed general distribution and general location and extent of the uses of the land for housing, business, industry, agriculture, natural resources, recreation, education, public buildings and grounds, and other categories of public and private uses of land. The land use element shall include a statement of the standards of population density and building intensity recommended for the various districts and other territory covered by the plan.

(b) A circulation element consisting of the general location and extent of existing and proposed major thoroughfares, transportation routes, terminals, and other local public utilities and facilities, all correlated with the land use element of the plan.

(c) A housing element consisting of standards and plans for the improvement of housing and for provision of adequate sites for housing. This element of the plan shall endeavor to make adequate provision for the housing needs of all economic segments of the community.

65304. During the formulation of a general plan, the planning agency shall consult and advise with public officials and agencies, public utility companies, civic, educational, professional and other organizations, and citizens generally to the end that maximum coordination of plans may be secured and properly located sites for all public purposes may be indicated on the general plan.

Article 7. Administration of the General Plan

65400. After the county or city legislative body has adopted all or part of a general plan, the

planning agency shall:

(a) Investigate and make recommendations to the legislative body upon reasonable and practical means for putting into effect the general plan or part thereof, in order that it will serve as a pattern and guide for the orderly physical growth and development of the county or city and as a basis for the efficient expenditure of its funds relating to the subjects of the general plan; the measures recommended may include plans, regulations, financial reports, and capital budgets.....

(d) Consult and advise with public officials and agencies, public utility companies, civic, educational, professional and other organizations, and citizens generally with relation to carrying out the general plan.

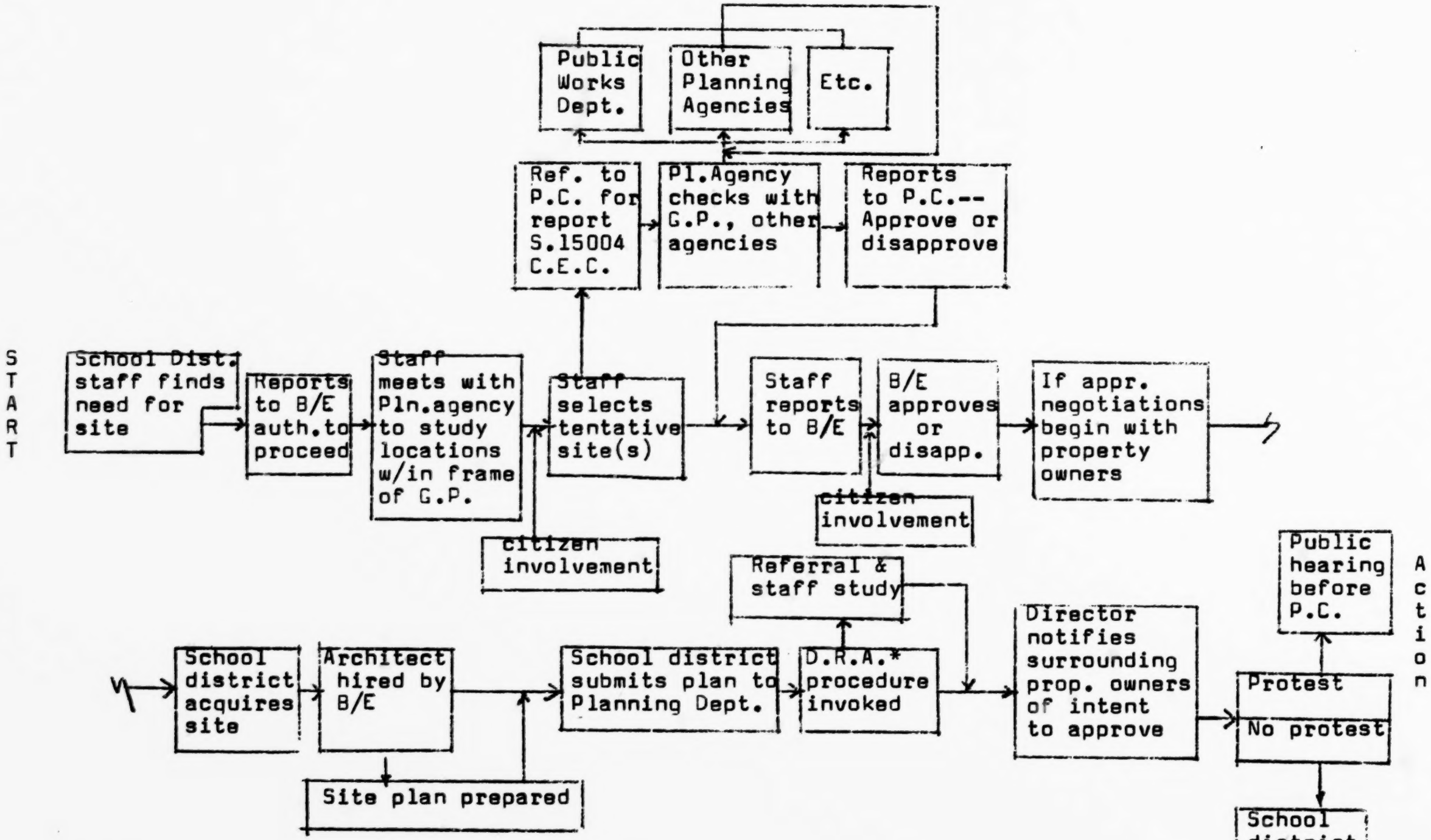
65401. If a general plan or part thereof has been adopted, within such time as may be fixed by the legislative body, each county or city officer, department, board, or commission, and each governmental body, commission, or board whose jurisdiction lies entirely within the county or city, whose functions include recommending, preparing plans for, or constructing, major public works, shall submit to the official agency, as designated by the respective county board of supervisors or city council, a list of the proposed public works recommended for planning, initiation or construction during the ensuing fiscal year. The official agency receiving the list of proposed public works shall list and classify all such recommendations and shall prepare a coordinated program of proposed public works for the ensuing fiscal year. Such coordinated program shall be submitted to the county or city planning agency for review and report to said official agency as to conformity with the adopted general plan or part thereof.

65402. (a) If a general plan or part thereof has been adopted no real property shall be acquired by dedication or otherwise for street, square, park or other public purposes, and no real property shall be disposed of, no street shall be vacated or abandoned, and no public building or structure shall be constructed or authorized, if the adopted general plan or part thereof applies thereto, until the location, purpose and extent of such acquisition or disposition, such street vacation or abandonment,

> or such public building or structure have been submitted to and reported upon by the planning agency as to conformity with said adopted general plan or part thereof. The planning agency shall render its report as to conformity with said adopted general plan or part thereof within forty (40) days after the matter was submitted to it, or such longer period of time as may be designated by the legislative body. The provisions of this paragraph (a) shall not apply to acquisitions or abandonments for street widening or alignment projects of a minor nature if the legislative body so provided by ordinance or resolution.

Mandatory Referral

The school districts of California are subject to S. 15004 of the California Education Code, which, as mandatory referral procedure, requires submittal of school site proposals to the local planning agency for the purpose of determining conformity of the proposed site to the community's general plan. Obviously, this makes good sense considering the effect schools have on the quality of the environment. This process is illustrated by Diagram Two. Although the report of the planning agency may be negative, the school district may, after waiting for 30 days, proceed with its plans. Participation in and feedback from both the school district's elected officials and community groups and individuals essentially follows the sketch in Diagram One on decision making.


START
School Dist. staff finds need for site
Reports to B/E auth. to proceed
Staff meets with Pln. agency to study locations w/in frame of G.P.
Staff selects tentative site(s)
Public Works Dept.
Other Planning Agencies
Etc.
Ref. to P.C. for report S.15004 C.E.C.
Pl. Agency checks with G.P., other agencies
Reports to P.C.-- Approve or disapprove
Staff reports to B/E
B/E approves or disapp.
If appr. negotiations begin with property owners
citizen involvement
citizen involvement
Referral & staff study
School district acquires site
Architect hired by B/E
Site plan prepared
School district submits plan to Planning Dept.
D.R.A.* procedure invoked
Director notifies surrounding prop. owners of intent to approve
Protest
No protest
Public hearing before P.C.
School district receives approval
Action

* In City of Fresno, conditional use permit procedure applies

Diagram Two

Fresno County Model - School Site Selection Procedures

Physical Planning Process

Present Practice

The physical planning process (or procedures) illustrated in Diagram Three expands upon the decision-making Diagram One by identifying the steps that generally are taken by a planning agency in arriving at a general plan. This model should not be assumed to be universally applicable but essentially reflects the procedures that should fit the modus operandi of the Fresno-Clovis Metropolitan area. It differs in one significant way from Diagram One;by soliciting response and participation from the elected officials and citizens who have a stake in the process prior to the formulation and submittal of the planner's proposal at intermediate stages it is hoped that serious conflict will be avoided at the point where the planner submits his proposals. By a continuing input or a sense of participatory contribution and authorship from groups that have a stake in the results, the planner and his colleagues seek to evolve a more significantly meaningful product which will include a strong sense of commitment from the majority of the stakeholders.

Participation in Policy Developments

The effectiveness of contemporary planning can be measured by the extent and nature of the interaction between those who have the ultimate stakes in a resultant action. Participants

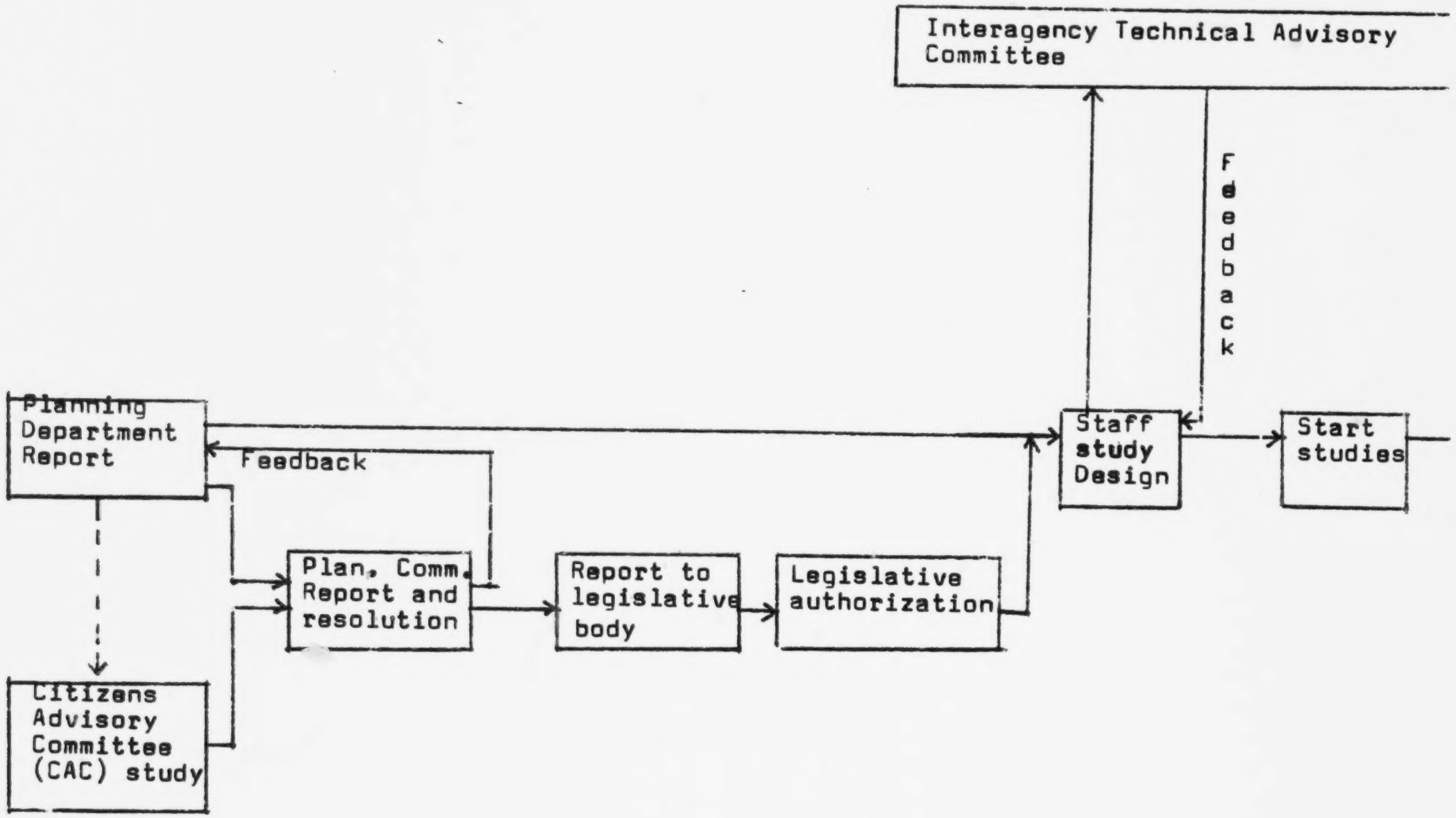


Diagram Three

Physical Planning Process
(continues on next page)

(Interagency Technical Advisory Committee)

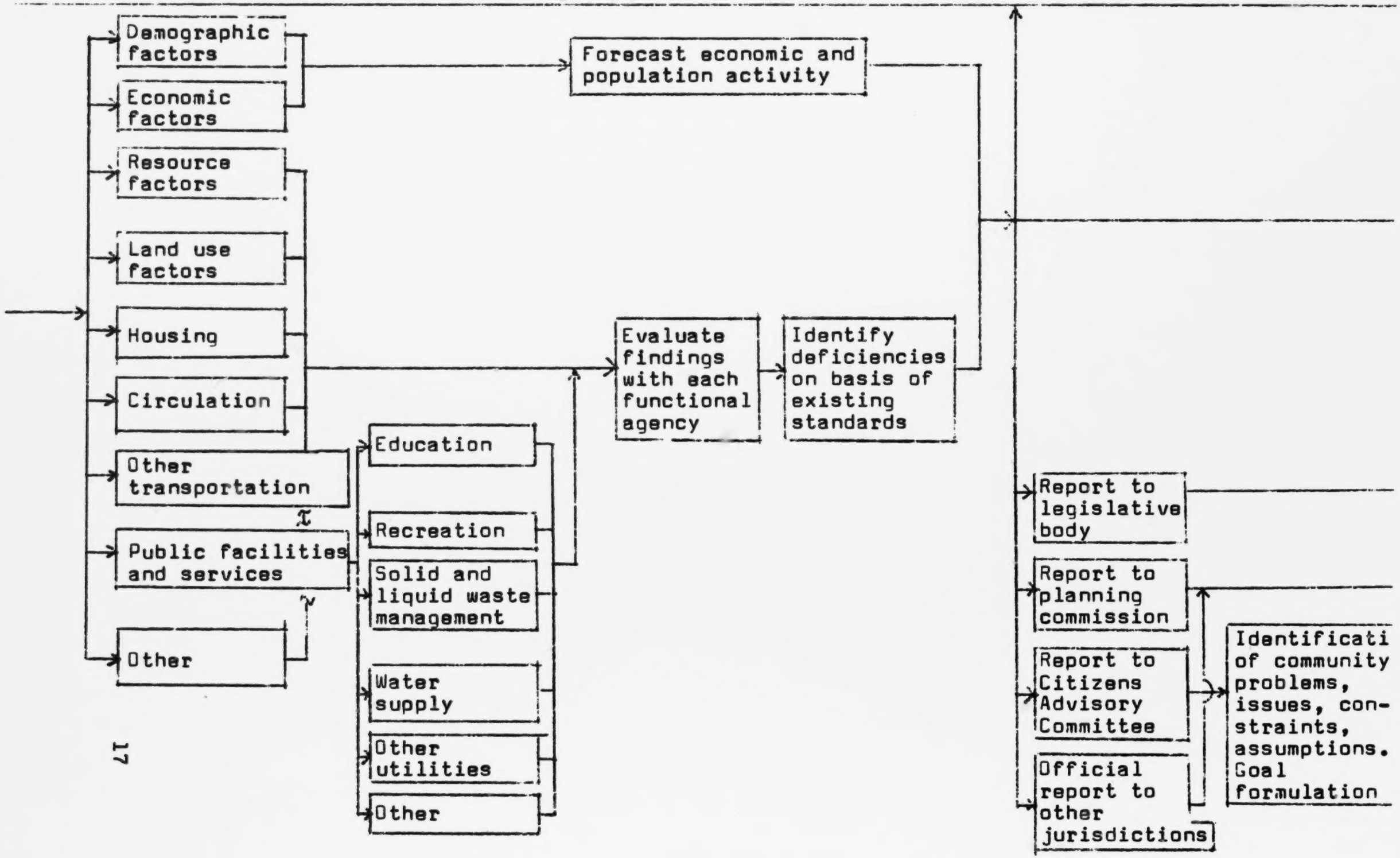


Diagram Three

Physical Planning Process (cont.)

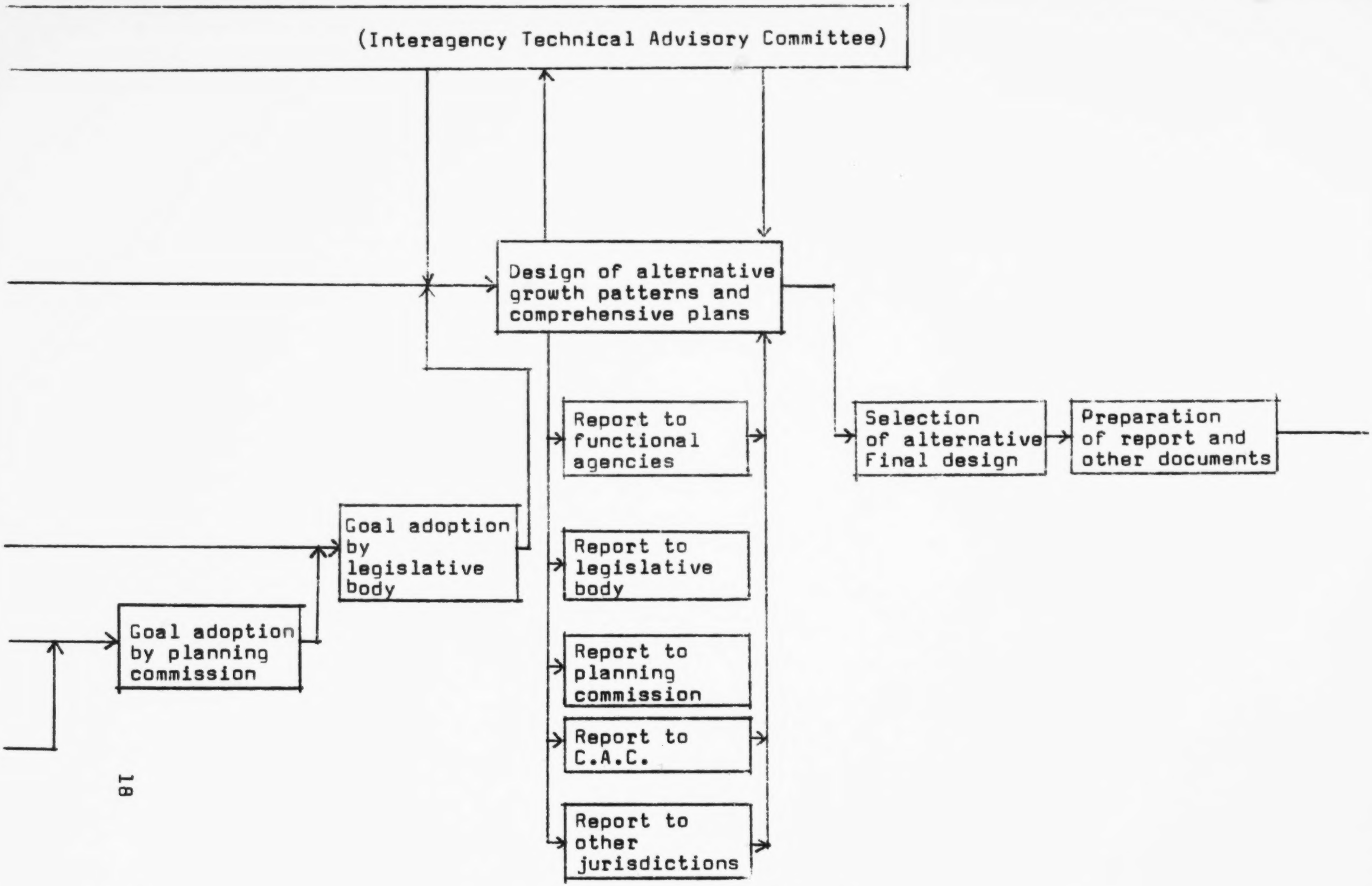

(Interagency Technical Advisory Committee)
Design of alternative growth patterns and comprehensive plans
Report to functional agencies
Selection of alternative Final design
Preparation of report and other documents
Goal adoption by legislative body
Goal adoption by planning commission
Report to legislative body
Report to planning commission
Report to C.A.C.
Report to other jurisdictions

Diagram Three

Physical Planning Process (cont.)

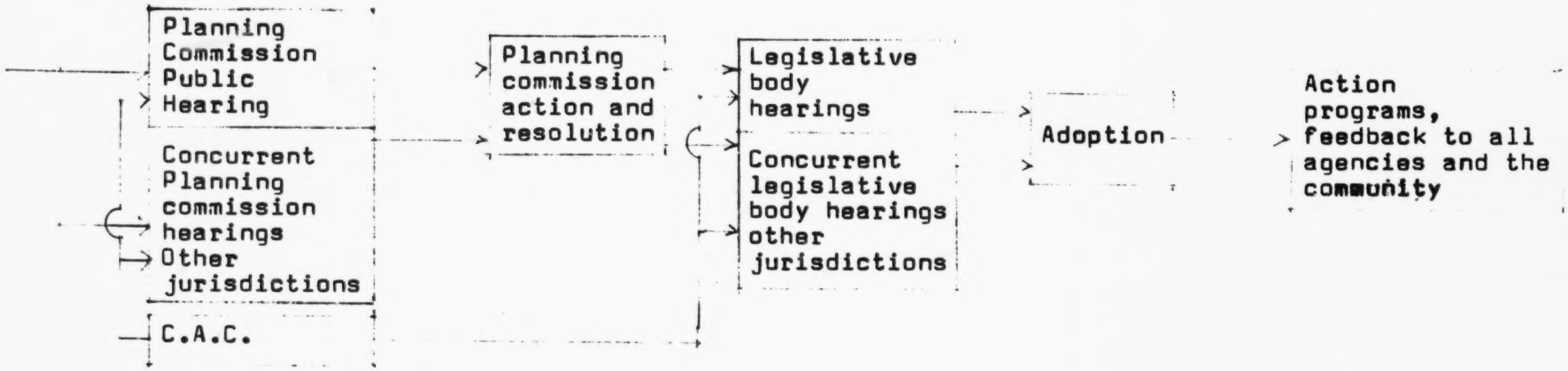


Diagram Three

Physical Planning Process (cont.)

include the planners (using the term in the broadest sense to include the professional staff employees of government), elected officials and their appointed advisors, and the non-governmental individuals and groups. In a contemporary urban framework, such as the Fresno-Clovis Metropolitan Area, no single jurisdiction can make any significant decision without affecting another. In this process we cannot overlook the fact that in addition to the cities of Clovis and Fresno and the County, the Fresno City Unified School District also is a body of elected officials with the same degree of autonomy as the cities and county and responds essentially to the same decision-making process. Diagram Three, consequently applies to the District as well as to other local planning agencies.

Recognizing the inter-relationship between schools and the quality of the residential and total urban environment and the policy-making responsibility of the School Board with respect to education and school locations, should elected officials be participants and make commitments concerning the physical development policies, goals and plans of the Fresno-Clovis Metropolitan Area? In today's society, with its complicated and conflicting sets of values, participation by the School Board as well as other elected officials is not only necessary but essential.

Interagency and Intergovernmental Coordination

The planning decision-making practices described and discussed stress a requirement for interagency and inter-jurisdictional cooperation as prerequisite to a planning decision. In the Fresno-Clovis Metropolitan Area linkages exist in several ways, but in varying degrees:

a) Formal and continuing, not oriented to a specific project or program,

b) Formal, organized for the term of a specific project or around a required procedure,

c) Ad hoc and informal; project or program oriented.

Formal and continuing coordination is exemplified by the Fresno-Clovis Metropolitan Area Technical Coordinating Committee. Meeting quarterly, the group includes the planning and public works departments of the cities of Clovis and Fresno, Fresno County and the State of California as represented by District VI of the Division of Highways.

Elected officials of Fresno County and its cities interact formally through the Council of Fresno County Governments. Although established originally as the vehicle through which federally aided grants for planning and public works passed, the Council appears to be heading toward a staffed organization with a regional planning function. Its major potential role in the near future seems to be to coordinate inter-city and county planning at the political level.

With each major planning program or project, the responsible agency attempts to ensure more effective planning by the creation of an ad hoc or program-related technical advisory committee. Membership follows no specific pattern but will vary with the program requirements; for example, the West Fresno General Neighborhood Renewal Project Technical Liaison Committee chaired by the Fresno City Manager, included staff from a variety of local, state and federal agencies covering physical, social and economic and educational aspects of the planning area. A somewhat similar organizational pattern has been established for the Fresno East Community Plan project.

The regulatory ordinances (zoning and subdivisions) administered by the planning departments of Fresno City and County include referral procedures to inform other interested agencies of potential developments. The Subdivision Review Committee, for example, is a formal and periodically continuing procedure with participation from specific, interested public and semi-public agencies. This committee is composed of representation from local planning and public works agencies, the Public Health Department, the School District, and utilities. The committee meets regularly on a monthly basis. Response from service agencies, such as the public works and health departments, school districts, the utilities, fire, etc. is necessary in order to adequately evaluate the

impact of development on the community and to take steps to ensure provision of required services and facilities. It is through this procedure that the Fresno City Unified School District receives notice of land subdivision activity. The extent and nature of development is communicated and the District can refine its school service and development plans.

Agency representation on the Subdivision Review Committee must come from the upper ranks if advisory committee decisions are to be effective. Such is not the case in many instances and,as a consequence, conflict arises later in more formal phases of plan review and referral when ranking agency directors and administrators are exposed to the planning efforts and/or decisions of their subordinates.

In addition to the formal coordinative procedures described above, local planning and related service agencies continually interact and collaborate on an informal basis. Contacts are initiated as needed to exchange information, review projects or programs which display jurisdictional overlay characteristics and to consider private development proposals.

The most common characteristics of these informal relationships are that the participants vary and that, unlike formal coordinative arrangements, the number of meetings on a topic are usually few, being no more in number than

necessary to conclude a task. As an example, the school site mandatory referral procedure will generate a sequence of interagency contacts (Diagram Two) but these are informal and are not spelled out to the same extent as subdivision referrals.

Notices of zoning change are sent to public agencies for essentially the same fundamental reasons as are subdivision referrals, however no formal interagency review takes place. Response to the planning department occurs only if the other agency feels that its interests are affected.

Evaluation of the Physical Planning Process

How do the actual behavioral patterns involved in the planning process compare with the model discussed in the previous text? The answer exists, but cannot be simply set forth because of the variety of circumstances and cases that together form a total process. The fact that the personalities of participants involved in the process often differ is a factor that adds further complications.

Generally, existing operational procedures follow the model processes. However, several weak points can be identified:

a) The need for more intensive interaction in the planning process between the planning agency and intra- and interjurisdictional functional agencies ultimately responsible for implementation. The sense of commitment characterized in the initial planning agency effort must be carried over into the action programs.

b) Sharper identification of issues, goals and consequent stakes in order to ensure more complete and higher level participation from top administrative and elective officials. Only through this process can interrelated responsibilities and the necessary commitments for subsequent action be clearly defined and understood.

c) It is recognized that the advisory planning commission devoted little actual time to matters pertaining to its chief responsibility--preparation and maintenance of the general plan. These matters have for years been low on their priority list. One consequence is to play the game of expediency and judge every case on its own merits. Such action does not fulfill a primary responsibility and must be overcome if these key advisory bodies are to justify their existence.

Of course, the excuse has been that other matters, such as zoning, occupy so much time that none is available for other matters. However, it is a question of misdirected priority; matters related to community goals, policies and plans rate top-level attention which they do not receive at present.

d) There is a need for official action by elected officials on community planning and development goals <u>prior</u> to the formulation of policies and plans. The degree of specificity would be dependent upon the nature of the matter being considered, however. Broad, extremely generalized goals statements have limited utility. Explicit goals and policies are necessary to ensure community-wide understanding and response.

e) The model which portrays the school site selection procedures is mandated by state statutes and local ordinance. The purpose for referral is to ensure a degree of correlation between general plan policies and plans (especially land use and circulation)and the schools' site selection development. The procedure also enables other service agencies, such as the public works, police and fire departments to make relevant comment. Generally, the school district responds favorably to the advice it receives from the planning agency and others regarding selection of locations.

An obvious weakness in the referral statute permits the school district, after a normal waiting period, to override a negative action of the planning commission. But the chief weakness would appear to be in cases where procedures are followed to the letter but not the intent of the law. In such cases, a school district decision made on the basis of administrative or financial criteria would preceed and override any subsequent findings and recommendation by the planning agency related to other policies, such as access or land use.

Policies Planning - An Alternative Model for Interagency Decision Making

Description of Policy Planning

To a considerable degree, the traditional methods of planning and decision-making have been carried over from single-function government agencies and private offices where the client was readily identifiable and the number of interacting stakeholders limited. These methods were brought into the community development profession by the early practitioners who were essentially design oriented professionals; the methods may have been applicable when urban complexities were less explosive and the decision-making process less complex.

The essence of the traditional planning and decision-making approach in community development has been to view the city as a design project. The urban area is conceived of as being a spatial form which can be manipulated and understood by graphic means. Planning, according to the traditionalists, is a process of designing a "picture" of the future desirable physical pattern, then developing and implementing the regulatory measures needed to move the community toward the goals. These goals and related policies may be stated in narrative form but are often only implicit on a map.

The planning process, illustrated by Diagram Three, begins with extensive surveys (a data register). Once the studies have been completed, future estimates of population and employment are converted to land needs. The design process produces one or more plans to which public facilities are fitted according to established principles and standards of design and service--such as an elementary school service radius of one-half mile with its location in the center of the residential neighborhood.

Once the proposal has been completed and subjected to public hearings it is accepted by the planning commission and legislative body. Subsequently, the day-to-day matters related to public works, street widenings, school locations, land development decisions are to be judged according to this official frame of reference.

Under the spotlight and heat of decision-making and action programs, the shoe doesn't always fit; controversies continually occur over whether or not the advice provided by the professional advisors is valid. Needless to say, the shortcomings of the traditional community development decision-making process are numerous and are now being recognized. This is not to say that this approach should be rejected. Eventually, quantitative decisions must be made and the parts of the community must be fitted together. Our concern is less with the end product, the plan, and more with a

process of meaningful decision making--how can we get from "here" to "there".

Within the context of contemporary community development processes, revised planning and decision-making approaches appear to be justified. This approach can be described as normative planning and decision making in which the elements of "where we are going" and"how do we get there" are key factors, The planner, in the process, receives the guidance necessary to carry out his responsibilities effectively. Basically, policy planning is the establishment at the very beginning of broad, primary goals reached by consensus of the legislative bodies, the interacting agencies and the private sector. These goals then are refined and made progressively more specific as action programs are developed.

Normative planning develops the broad, general bases for action, whereas technical planning is concerned with specific, established purposes and procedures to be employed in achieving purposes. Much normative planning is already done by the elected officials such as councilmen and the schoolboard. Their goals are implemented through codes or carried out by construction programs. And, as part of the democratic process, these goals are often subject to conflict and compromise. Diagram One again serves to illustrate this process.

Goals, once established, lead to policies which become the basis upon which governmental agencies structure their activities. The dilemma, however, is that the traditional planning process has not been an effective mechanism to bring about explicit goals necessary for a proper foundation to decision-making. In addition, goals that do exist in the various agencies of the community are often contradictory, overlapping or have gaping holes in between; and, local agencies seldom systematically or comprehensively evaluate their long-term goals.

The development of general, primary goals should result from the interaction of three groups:

a) The public and its voluntary organizations,

b) Governments as expressed by their elected officials and key appointive administrative officials,

c) The professional aides who staff the planning offices. (It is to be assumed that all public and semi-public agencies have one or more staff responsible for planning.)

In effect, policy planning, as an alternative to the traditional process described earlier, sets the broad inter-agency framework for action and forms the basis upon which more detailed, comprehensive plans and decisions are made. Policies are the link between general goals and the more

specific recommendations.

In comparison to end-product plans (the process described in Diagram Three) policy statements are relatively permanent. Whereas end-product plans make proposals and designate sites, policies would only set forth the principles or precepts and would guide those responsible for making design proposals. A policies plan would then be the process of bringing together in a comprehensive, interrelated manner the statements necessary to guide the various agencies in carrying out their responsibilities.

To some extent policies already exist, but in various places and forms--explicit statements in comprehensive plans, mandatory sewer connection ordinances, school location principles or simply rules of thumb. Policy planning would bring these together, resolve conflicts and add new policies where appropriate. By so doing there is greater assurance that all agencies who make decisions affecting community service and development will be operating within the same framework.

Benefits of Policy Planning

Policy planning will benefit the decision-making process in the following ways:

a) The uncluttered character of the policy statements

facilitates public understanding and participation in the planning process.

b) The policy statements permit and encourage intimate involvement in the planning process by elected officials.

c) The policy plan serves as a coordinative device, bringing together under a single framework the diverse agencies that have an impact on a role in serving community development and change. In this respect, this approach is especially useful in multijurisdictional areas.

d) The policy plan provides a measure of stability and consistency in the planning program and will not be made obsolete by changing conditions.

With reference to coordination, decision-making practices of ten years ago have been rendered obsolete in today's environment if for no other reason than that the host of new public programs. Increasingly, these programs cut across traditional departmental lines and have created new dimensions as attention is focused on problems; and, these programs are geared to problems. These include poverty, delinquency, employment, education, housing, health and many others. As a consequence, the traditional decision-making process has its shortcomings as the modus operandi becomes more and more interdisciplinary. The policies plan

in this sense would serve as an ideal integrative tool, particularly to bring together the physical, social and economic programs which are now characteristically part of the planning efforts of our community.

Interagency decision-making would be aided further by the policies plan concept because it is politically less difficult to secure intergovernmental agreement on principles than on potentially controversial proposals that are part of the traditional plan approach. Commitments, an essential ingredient in the interagency decision making would be secured under this procedure.

The Policies Plan

The construction of a policies plan can be achieved by following a series of logical steps. Some of these are already a part of the planning process but occur in another phase of the planning sequence.

First, it is essential to establish interjurisdictional, general primary goals. To illustrate, the broad goals included as part of the Fresno-Clovis Metropolitan Area General Plan follow:

a) To achieve orderly development of the Metropolitan Area by providing a workable design for urban growth.

b) To develop a well-balanced land use pattern to meet

the needs of all residents of the Metropolitan Area and to strengthen the local economy.

c) To establish a circulation system which will provide for the efficient movement of people and goods with the least interference to adjacent uses of land.

d) To provide high level educational, cultural and recreational facilities for all individuals and groups.

e) To eliminate substandard conditions and to encourage the conservation and rebuilding of older sections of the community through both public action and private investment.

f) To provide the opportunity for active citizen participation in the community's development programs.

These goals can be explored and grouped around several concerns which are considered to be aspirations for all people of this metropolitan area:

a) Family life and environment,

b) Expanded opportunities for the disadvantaged,

c) Economic development and job opportunities,

d) Moving people and goods,

e) The proper allocation of land,

f) Unified urban development.

The responsibility for development of primary goals can be undertaken by several agencies: the Urban Coalition, City

Council, or the Board of Supervisors, or the Community Council. In this model, the Community Council is suggested. In the process it is essential that all other agencies enter into the process; consensus and commitment are necessary.

The second step is a research and analysis stage--a data register would be an important tool here--an understanding of the current situation, a forecast or estimate of the future, and an evaluation of constraints. (Step two is similar to the foundation work required in a traditional planning program.) Normally, the planning agency or agencies are best equipped for this task.

The third step is the policies plan; the element defines the intermediate objectives and policies that will guide subsequent planning and decisions. The plan will contain a range of policies that would be used to prepare community development proposals and implementation programs. The policies plan would be divided into parts which make up the logical order of the urban area; the parts which have been developed to fulfill the multitude of functions necessary to give satisfaction to our needs. As a preamble, the basic structure of the urban area would be delineated as a matter of fact. The sections of the policies plan which follow would deal with these systems and would be interwoven subsequently and correlated into the community comprehensive

plan. For the purposes of this report, these policy plan sections can be listed as:

a) Policies for housing,

b) Policies for recreation and open space,

c) Policies for education,

d) Policies for public health and safety,

e) Policies for business and industry,

f) Policies for transportation.

To illustrate, here is a sample of intermediate education objectives; these begin to have relevancy for interagency decision making.

1) To respond to different needs and opportunities in various parts of the school district and among various groups of students through varied types of administrative organization and educational programs.

2) To relate school development to the goals of assuring equal educational opportunity for all students and improving residential communities.

3) To develop a system of school facilities and recreation areas which meet educational needs and are flexible in their use.

Policies which follow through, would be specifically keyed to these intermediate objectives. For Objective One, sample educational policies could:

a) Spell out the educational programs that would vary

from one part of the district to another, to reflect the differing social characteristics and needs.

b) Provide for integration of educational programs with other social services.

c) Develop preschool programs in neighborhoods with disadvantaged homes.

d) Provide adult education programs to meet special adult needs not met by higher education.

For Objective Two policies could:

a) Ensure correlation between the schools and the residential environment and the development of quality neighborhoods.

b) Ensure that interagency programs of physical improvement and social services are provided.

c) Take steps to bring out community wide desegregation; it is recognized that schools are a part of the total community and the elimination of de facto segregation alone is a palliative.

e) Establish a plan of attendance areas which would reduce racial segregation in ghetto schools.

For Objective Three policies could provide that:

a) Secondary schools be located at specified intervals throughout the district on sites served by arterials

to ensure access. School sites would be conceived as multi-use complexes, including parks and space for community cultural activities and needs.

b) Elementary schools be located at approximately mile intervals within residential areas free from arterials. School distribution would be correlated with the population density policies expressed by the Housing Policies.

c) Park, flood control recharge sites and school locations be coordinated to ensure multiple use benefits.

d) School site area and other standards be implemented with deliberate haste.

It is apparent that an interrelationship exists between the above sketch of policies for education and those related to housing, recreation and open space, transportation, business and industry, and health and safety. In other words, the educational system cannot be conceived in a vacuum. Agencies with stakes include the City and County government and their agencies, the Urban Coalition and the Economic Opportunities Commission and others. (see Diagram Four)

In this model the responsibility for the preparation of policies for education would rest with the board of education; on the other hand, primary responsibility for the others would rest with city and county government. Others

with stakes would participate in the policy-making process and ultimately, a balanced, consistent integrated set of policies ideally would be the result.

It is important to recognize that the above policies format can be readily translated into a comprehensive plan and then followed by action programs. The comprehensive plan would specify locations and suggest needed projects and would, in format, not differ greatly from existing community planning programs for West Fresno, Fresno East or Bullard.

Specific plans for urban renewal, the civic center, or building set-back lines for future street widenings, would follow. Capital improvement programs and price tags are part of this stage. Finally, there is the action element; this stage allocates funds for public works, ordinances are enforced and programs initiated.

The above process, it is felt, will provide a creative response to the short-comings identified in the evaluation of the physical planning process on page 28. The policy plan, to recapitulate, would provide the vehicle which would give attention to the missing link necessary for significant decision-making and provide opportunity to integrate physical planning with social and economic concerns.

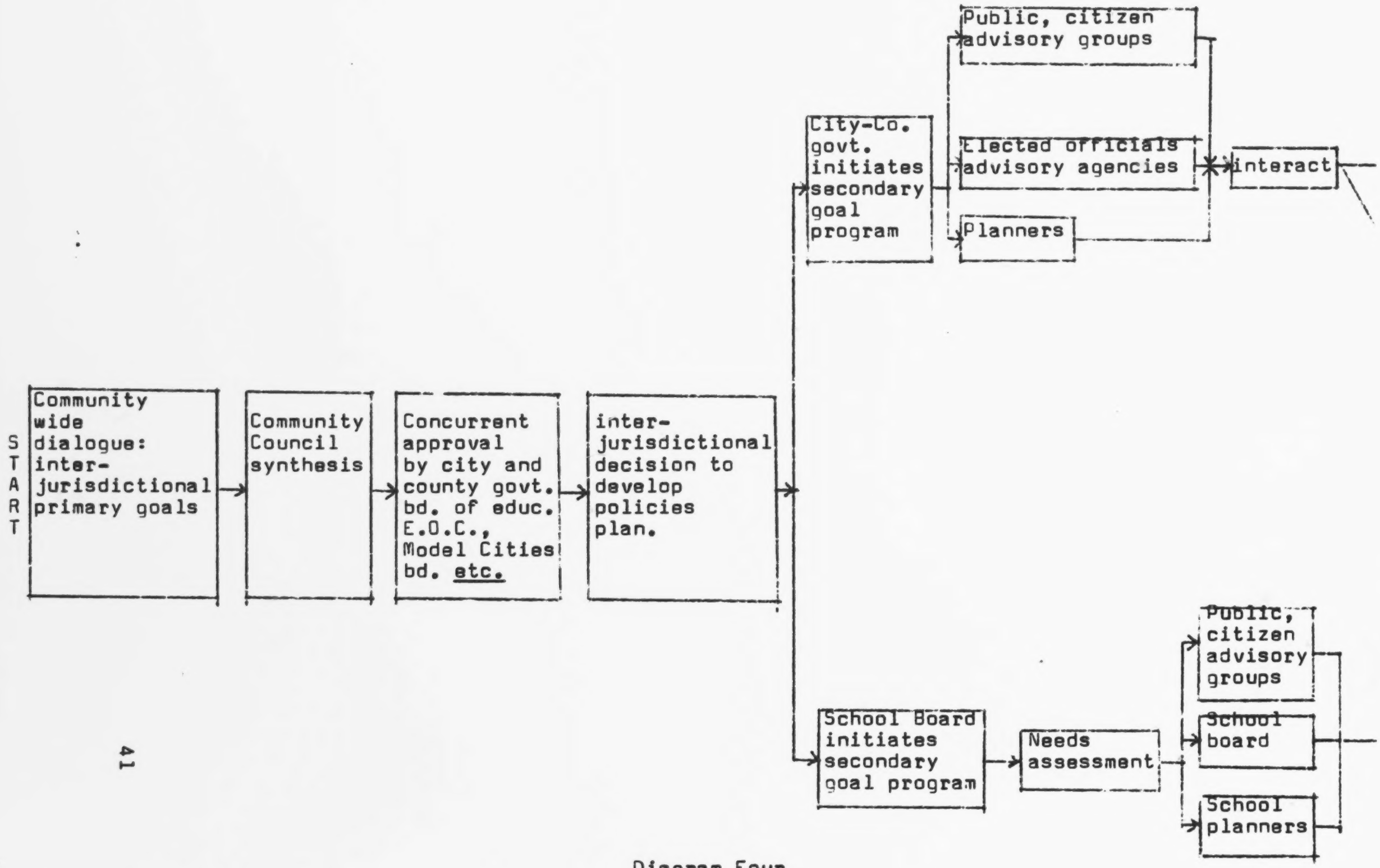

START
Community wide dialogue: inter-jurisdictional primary goals
Community Council synthesis
Concurrent approval by city and county govt. bd. of educ. E.O.C., Model Cities bd. etc.
inter-jurisdictional decision to develop policies plan.
City-Co. govt. initiates secondary goal program
Public, citizen advisory groups
Elected officials advisory agencies
Planners
interact
School Board initiates secondary goal program
Needs assessment
Public, citizen advisory groups
School board
School planners

Diagram Four

Interagency Policies Planning Process
(continued on next pages)

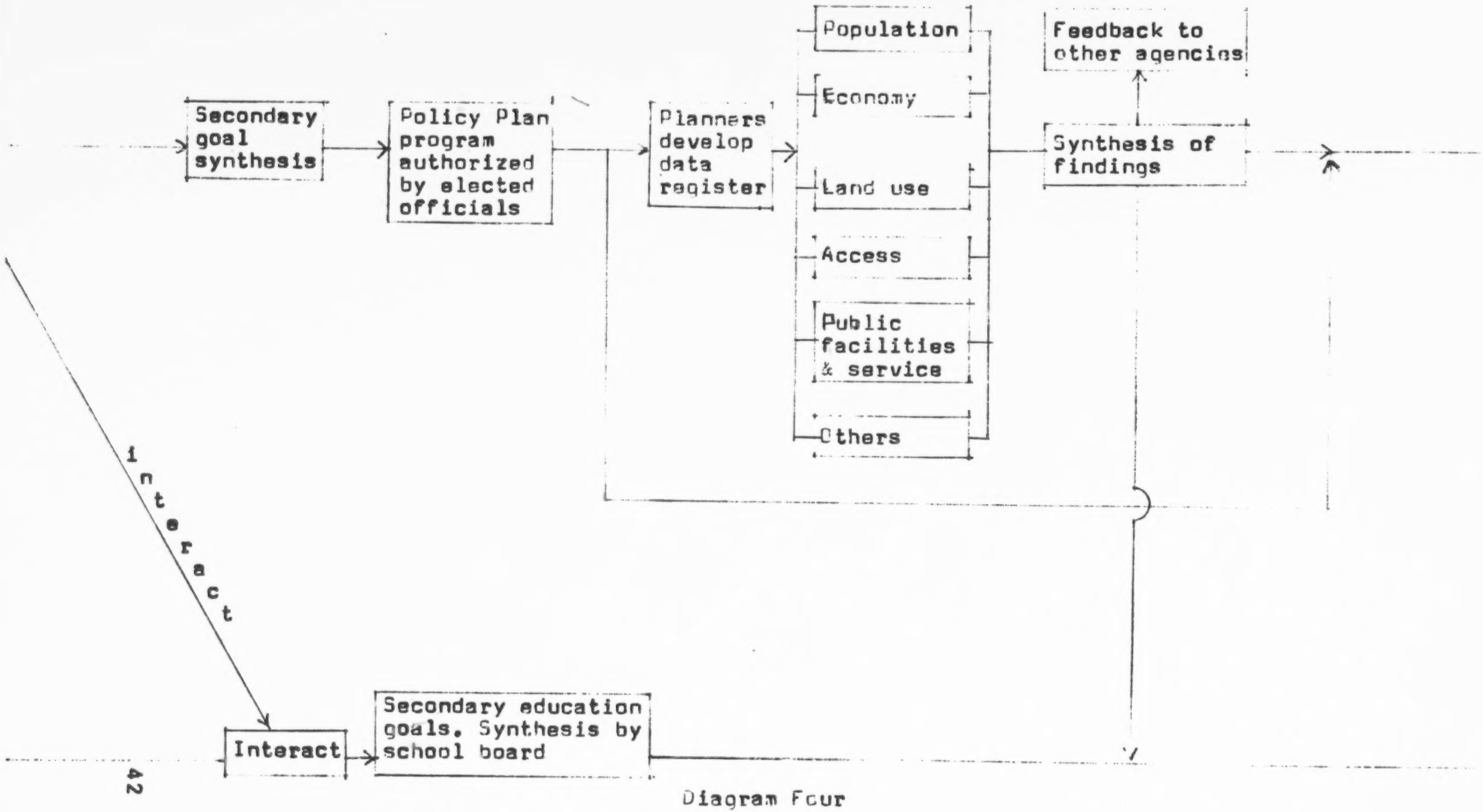


Diagram Four

Interagency Policies Planning Process (cont.)

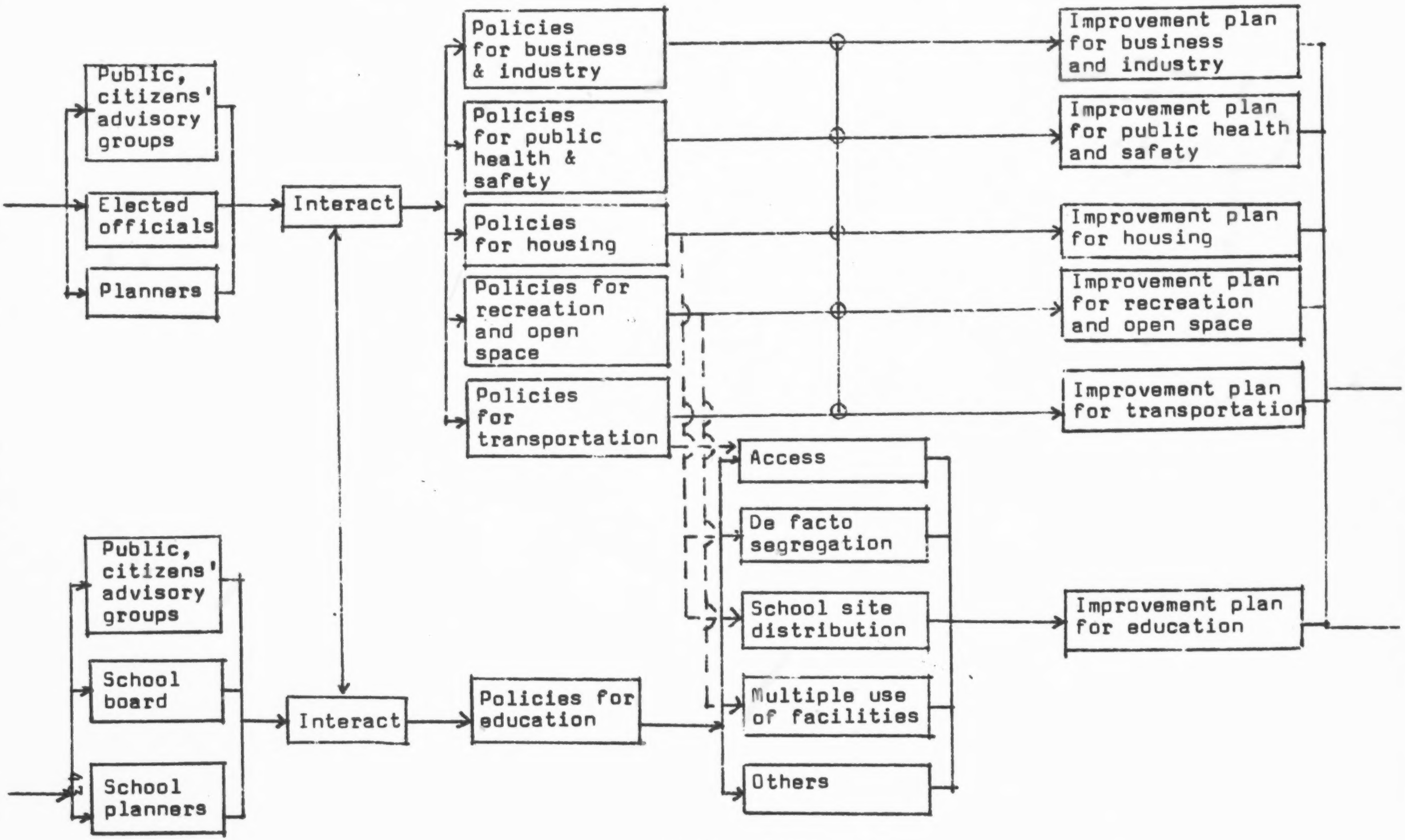


Diagram Four

Interagency Policies Planning Process (cont.)

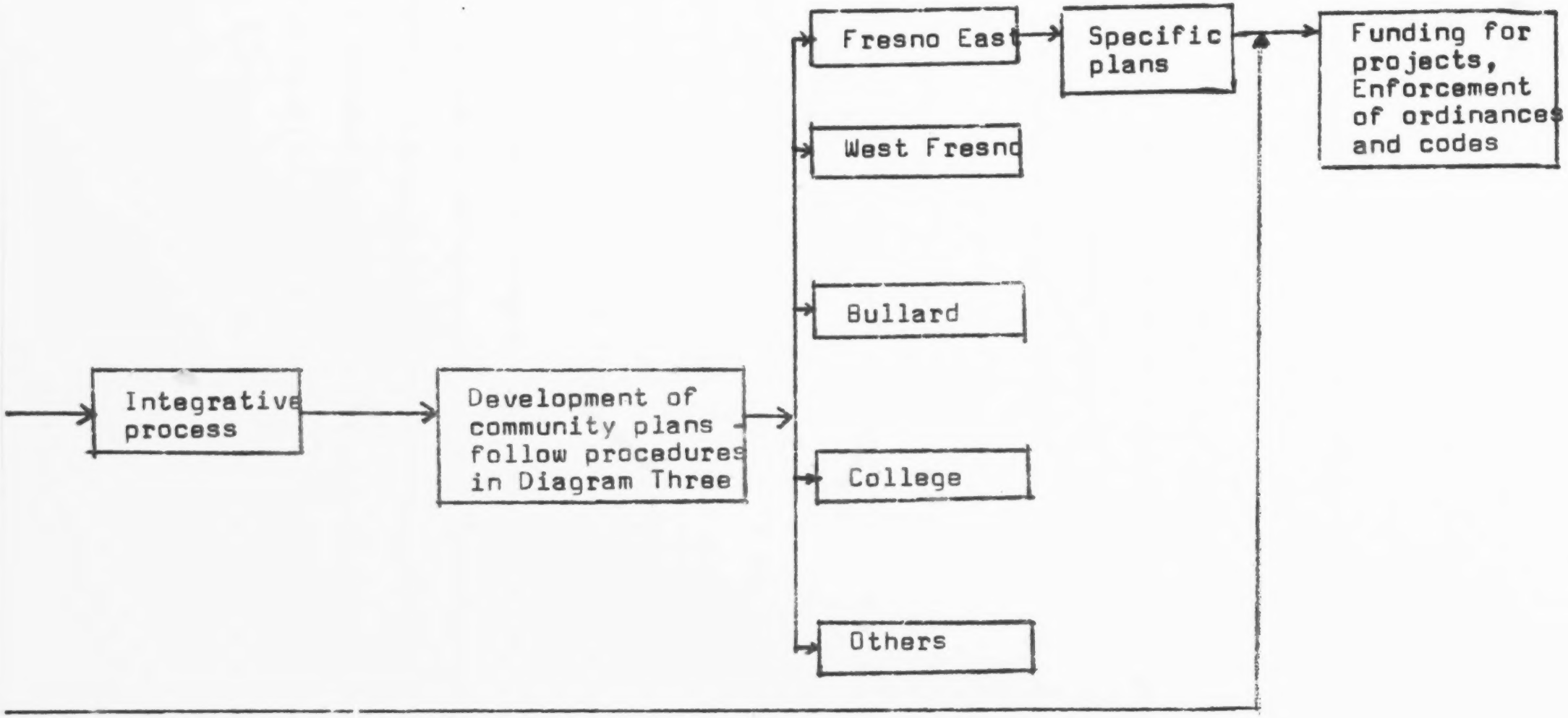


Diagram Four

Interagency Policies Planning Process (cont.)

Recommendations - Planning Process

It has become clearly evident in Fresno that planning focused solely on the physical dimensions of the community is no longer adequate. The myriad of active programs here which cut across traditional lines demand that the planning process be reoriented to consider social and economic issues.

The basis for integrative and comprehensive interagency decision making would be a unified set of general primary goals which identify Fresno's aspirations in critical areas of concern, such as education, employment, housing, poverty, orderly development and environmental quality. Explicit policies would be articulated to provide the dimensions within which plans and programs to meet physical, social and economic needs would be detailed. The key to the effectuation of such a program would be an interdisciplinary procedure which overcomes the short-comings of the traditional physical planning program outlined on pages 15 to 24. The policy-planning approach is recommended as the alternative.

As suggested by Diagram Four, all local decision-making bodies would participate in goal formulation and policy making. Certain agencies would assume coordinative responsibilities; ultimate policy decisions would be required from legally responsible agencies. The events illustrated in Diagram Four can be initiated and carried out in the

following manner and sequence:

1. Primary goal formulation should begin immediately. Community-wide consensus is an essential prerequisite to subsequent decisions on objectives and policies. The Fresno Community Council should assume responsibility for several reasons: the Council has been designated as the official citizen group in the Fresno Workable Program and comprehensive planning has been determined as priority one for their 1969-70 activities.

   Immediate initiation of the goals program is also necessary in order to fulfill timetable requirements of the Fresno Community Development Program (CDP). In addition, the program should provide the framework within which the Economic Opportunity Commission can develop its objectives, as recommended by the report of their consultant.

2. The policy-planning step should immediately follow. Responsibility should be concentrated with the City of Fresno with the exception of education policies which would be developed by the Fresno City Unified School Board. However, the many agencies and citizen groups, such as the Urban Coalition, with interests in the secondary policies,would of necessity be

required to participate in the process of articulation. Housing needs for Fresno are to be studied as part of the Fresno C.D.P. as are the community's employment problems and requirements. Policies for housing, business and industry can evolve through this program. The Urban Coalition task forces on Housing and Employment could effectively serve in an advisory capacity to the C.D.P.

3. A third step should be taken concurrently with the second. The City and County governments should glean their records in order to extract existing secondary objectives and policies so that a process of comprehensive evaluation can be conducted. These objectives and policies are now found in a variety of sources such as general plans, specific plans, ordinances; other policies are "unofficial" and have been developed during the course of action on the day-to-day matters before local government.

   Once this mechanical step has been taken, those agencies, departments or advisory groups with specific responsibilities related to policy categories should evaluate critically in order to establish a rational and coherent structure, identify voids, <u>etc</u>.

4. A fourth step would be required: local governments

would initiate action to establish policies necessary to close gaps, reconcile overlaps and create new policies aimed at implementing goals and objectives not otherwise covered.

5. One critical need in the Fresno-Clovis Metropolitan Area is periodic and comprehensive review of planning projects and action programs for their contribution to the adopted goals and policies. Objective evaluation, in an atmosphere not fraught with specific controversy, can do much to ensure that agency plans and projects are moving toward the achievement of community-wide goals and that actions are consistent with agreed upon policies.

To provide an evaluative procedure, it is proposed that an annual review be made of the key decisions of local agencies and that these be tested against adopted goals and policies. Such a process would appear to be extremely beneficial in that inter-agency planning and program decisions would be matched against goals and policies; inconsistencies, overlaps, as well as positive steps would be identified. Potential problems might be seen prior to becoming critical. The ultimate success of the proposed policy-planning approach will be

measured by its influence on the decisions of local governments and their departments.

Although such a procedure can be undertaken by an interjurisdictional team of staff representatives or a group of elected officials it is suggested that the Fresno Community Council be designated as the responsible group for this purpose. This seems advisable since the Council already is the annual review body for the City and County workable program.

PROJECT PUBLICATIONS

PHASE I — NEEDS ASSESSMENT

Staff Research Reports

1. Brainstorm — Needs Perceived by School Staff
2. Speak-Up — Needs Perceived by Community
3. Student Speak-Up — Needs Perceived by Secondary Students
4. School Staffing
5. Analysis of Achievement
6. Problems Perceived by Educational Leadership

County Schools Survey

7. Vocational Occupational Needs Survey (published by County Regional Planning and Evaluation Center - EDICT)
8. > Other County School Needs Survey Reports (EDICT)
9. >

TASK FORCE

Educational Content Fields

10. Reading
11. Language
12. Mathematics
13. Science
14. Foreign Language
15. Cultural Arts
16. Social Science
17. Physical Education

Other Educational Areas

18. Teaching/Learning Process
19. Special Education
20. Guidance
21. Health
22. Student Personnel
23. Adult Education
24. Vocational Education

Urban Physical Factors

25. Urban Physical Factors

Urban Social and Human Factors

26. Relevance and Quality of Education for Minorities
27. Special Needs of Mexican-Americans
28. Special Needs of Negroes

PROJECT PUBLICATIONS

PHASE II — MASTER PLAN DEVELOPMENT

29. Conclusions from Needs Assessment Publications

30. Summary — Fresno Educational Needs Assessment

31. The Process of Educational Planning

32. Mission Objectives

33. School Organization Patterns
    The Educational Park
    The Middle School

34. Interagency Educational Planning
    Community Planning Process

35. Interagency Educational Planning
    Community Planning Register

EDUCATIONAL MASTER PLAN

volume A	Summary
volume B	Configurations: Design for the Future
volume C	Implementation: Planned Change